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Durham Comprehensive Plan

Chapter 2 Land Use Element

Durham City-County Planning Department

The Durham Comprehensive Plan

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Land Use Element



*Summary of Issues
Goal 2.1,
Development Tiers
Goal 2.2, Land Uses
Goal 2.3, Tiers
Defined*

Durham's land is finite. How we use this land determines the number of homes and the amount of goods and services that will be available to Durham's citizens. Different strategies produce different results. This Plan proposes a flexible approach to the interaction of land uses but limits intensities and densities depending on location. The Plan balances the predicted demand for specific land uses with the need to protect our natural resources and to move towards a more efficient development pattern.

Summary of Issues

- 1. Accommodating Future Growth.** Future increases in population and employment will increase demand for land development. Housing demand will be reflected in proposals for new subdivisions, apartment complexes and adaptive reuse of older structures. Businesses will need land and buildings for retail activities, offices, personal and professional services, research and manufacturing. How Durham plans for the changing uses of land to accommodate our expected growth will significantly influence our community's future quality of life.
- 2. The Urban Growth Area.** Durham has used the Urban Growth Area (UGA) boundary as a tool to manage its physical growth. Watershed protection policies and adjacent jurisdictions represent real limits to Durham's physical expansion. Some capacity exists to expand in eastern and northwestern Durham, but that may mean the loss of some rural areas to more suburban patterns of development with attendant increases in infrastructure and service delivery costs. Balancing these growth issues will affect the lives of future residents.
- 3. Different Community Types.** Durham may find that a more complex approach better serves its growth management needs. A hybrid of growth tiers and special growth areas is being evaluated through the Unified Development Ordinance to implement Durham's Smart Growth Audit completed in 2001. Durham could build its future plans around distinct community types, such as downtown, urban neighborhoods, suburban neighborhoods, rural areas and natural resource protection areas. Defining how this system can work for Durham, which community types work best

and the specific objectives, policies and regulations that might apply to each should be a focus of the Durham Comprehensive Plan.

4. **Land Use and Alternative Transportation Modes.** The Triangle Transit Authority is proceeding with plans to construct Phase I of the Regional Rail project. Compact Neighborhoods around regional transit stations would be characterized by higher intensity and mixed land uses, exceptional pedestrian and bicycle accessibility, interconnections with local transit services, a network of urban open spaces and community design appropriate to their intensity and location. How Durham responds to this new transportation mode will shape its future.
5. **Conflicting Land Use Plans.** Durham has in the past prepared and adopted various land use plans to guide local government decisions about new development. Some small area plans are significantly out of date, having been prepared and adopted almost 15 years ago. Other small area plans remain in conflict with the general directions of the Durham 2020 Comprehensive Plan and its designation of Compact Neighborhoods. Addressing this issue of relevancy and consistency should result in a new Comprehensive Plan that represents a clear, concise and unambiguous guide for future decisions about land use and development.
6. **The Comprehensive Plan and the Unified Development Ordinance.** A community's comprehensive plan lays out the overall goals, objectives and policies that guide the growth and development of the community. Development regulations are a significant tool (one of many) for achieving aims of the Comprehensive Plan. Durham is working to update and meld its zoning, subdivision and other development-related ordinances into a Unified Development Ordinance (UDO). The UDO represents another step in improving Durham's development regulations, this time applying the principles of smart growth. How the Comprehensive Plan and the UDO work together will be critical to crafting a future for Durham that is attractive, efficient and respectful of its natural environment.

Unified Development Ordinance

The Unified Development Ordinance project is an effort to combine and integrate into a single development code the variety of different ordinances regulating development.

Goal 2.1, Development Tiers

Provide a framework to direct development in Durham in a way that creates and reinforces a range of housing choices and lifestyles.

Objective 2.1.1. Tiers Established

Establish a series of development Tiers to guide growth and development in distinctive parts of the Durham community. Promote new development and redevelopment activities appropriate to each Tier by establishing policies and development regulations that recognize their distinct character.

Policy 2.1.1a. Tiers. Establish the following development Tiers to reflect a diversity of patterns of development and ensure opportunities for choice in Durham (See Map 2-1, Tiers):

- i. Rural;
- ii. Suburban;
- iii. Urban;
- iv. Compact Neighborhood; and
- v. Downtown.

Goal 2.2, Land Uses

Prescribe a set of land uses that includes existing and future development, and recognizes the variety of development patterns throughout Durham.

Objective 2.2.1. General Land Uses

Establish a set of generalized land uses to encompass the distinct uses found throughout Durham.

Policy 2.2.1a. Future Land Use Map. Use the Future Land Use Map of the Durham Comprehensive Plan in conjunction with the text to guide the location and character of development. (See Map 2-2, Future Land Use Map.)

Policy 2.2.1b. Land Use Categories. Establish the following Land Use Categories:

- vi. Natural Resource and Open Space;
- vii. Agriculture;
- viii. Residential;
- ix. Commercial;
- x. Office;
- xi. Institutional;
- xii. Research and Research Applications; and
- xiii. Industrial;

Objective 2.2.2. General Residential Densities

Establish a set of residential densities to encompass the diversity of residential densities found throughout Durham.

Policy 2.2.2a. Residential Densities. Through the Unified Development Ordinance, establish and maintain densities of Residential development consistent with Table 2-1, Summary of Residential Densities.

Table 2-1, Summary of Residential Densities

		Tier								
		Density	Rural	Suburban	Urban	Compact Neighborhood		Downtown		
						Support	Core	3	2	1
Rural	0.75 DU/Acre or Less	●								
Very Low	2 DU/Acre or Less	●	●							
Low	4 DU/Acre or Less		●							
Low-Medium	4-8 DU/Acre		●							
Medium	6-12 DU/Acre		●	●						
Medium-High	8-20 DU/Acre			●	●			●		
High	12-60 DU/Acre						●		●	
Very High	12-150 DU/Acre									●

Note: Achievement of these densities may require utilization of development plans and/or density bonuses for such things as provision of affordable housing or location on major transportation corridors, as further provided for in the Unified Development Ordinance.

Policy 2.2.2b. Demand for Residential Land. In designating land for residential uses and evaluating Plan Amendments, the Governing Boards and the City-County Planning Department shall consider the demand for residential land and the capacity of the transportation, water, and sewer systems, and other public facilities and services.

Objective 2.2.3. Nonresidential Intensity

Provide a framework to direct development in Durham in a way that creates and reinforces a range of nonresidential intensities.

Policy 2.2.3a. Height. Through the Unified Development Ordinance, establish standards for building heights by uses and tiers.

Policy 2.2.3b. Building Coverage. Through the Unified Development Ordinance, establish standards for building coverage by uses and tiers.

Objective 2.2.4. Office Development

Designate sufficient land in appropriate places for office development.

Policy 2.2.4a. Demand for Office Land. In designating land for office uses and evaluating Plan Amendments, the Governing Boards and the City-County Planning Department shall consider

the demand for office land and the capacity of the transportation, water, and sewer systems, and other public facilities and services.

Policy 2.2.4b. Office Uses as Transition. Through the Future Land Use Map, utilize office space as a complement to commercial space, providing a transition between commercial and residential areas.

Objective 2.2.5. Commercial Development

Designate sufficient land in appropriate places for commercial development.

Policy 2.2.5a. Demand for Commercial Land. In designating land for commercial uses and evaluating Plan Amendments, the Governing Boards and the City-County Planning Department shall consider the demand for commercial land and the capacity of the transportation, water, and sewer systems, and other public facilities and services. In evaluating demand, consider a market area consistent with Table 2-2. Commercial Node Spacing.

Table 2-2, Commercial Node Market Area

Type	Urban Tier	Suburban Tier
Neighborhood Node	1½ Miles	3 Miles
Community Node	3 Miles	5 Mile

Policy 2.2.5b. Spacing of Commercial Development. The City-County Planning Department shall use the following standards when evaluating requests for new commercial development:

- i. Cluster commercial uses at intersections of major thoroughfares to create nodes and discourage encroachment into residential areas;
- ii. Apply the spatial separation criteria in Table 2-3. Summary of Commercial Separation Criteria to protect the function of the roadway system and avoid “strip commercial development”; and
- iii. Restrict new, isolated, mid-block commercial uses.

Table 2-3, Summary of Commercial Separation Criteria

Tier	Separation
Urban	¼ Mile
Suburban	½ Mile
Rural	1½ Miles

Policy 2.2.5c. Strip Commercial Development. Using Map 2-2, Future Land Use Map, discourage strip commercial development

Strip Commercial Development

Strip commercial development is development on lots of shallow depth with multiple curb cuts in linear patterns along major roads.

through application of the Spacing of Commercial Development Policy and requirements for access management plans on Major Thoroughfares.

Objective 2.2.6. Industrial Development

Designate sufficient land in appropriate places for industrial development.

Policy 2.2.6a. Demand for Industrial Space. In designating land for industrial uses and evaluating Plan Amendments, the Governing Boards and the City-County Planning Department shall consider the demand for industrial land and the capacity of the transportation, water, and sewer systems, and other public facilities and services.

Policy 2.2.6b. Location of Industrial Uses. Through the Future Land Use Map, ensure that new industrial uses have direct access to Major Thoroughfares, Minor Thoroughfares, or Collector Streets to protect the character of neighborhoods.

Objective 2.2.7. Development Rights

Provide a framework to direct development in Durham.

Policy 2.2.7a. Impervious Surface Credit Transfer. Through the Unified Development Ordinance, allow and establish procedures for the transfer of impervious surface credit from a donor parcel to a receiver parcel, provided that:

- i. The donor parcel and the receiver parcel shall be within the same water supply watershed;
- ii. The impervious surface credit transfer shall not be from a donor parcel in the Protected Area to the receiver parcel in the Critical Area; and
- iii. The portion of the donor parcel which is restricted from development shall remain in a vegetated or natural state and shall be placed in a permanent conservation easement granted to the City or County, or a land trust or similar conservation-oriented nonprofit organization.

Use of this tool should allow a project to increase its impervious surface above the limits that would otherwise be required, but would not reduce the requirements to provide engineered stormwater systems for the receiver sites. (See Policy 9.1.4c. Impervious Surface Credit Transfer.)

Objective 2.2.8. Compatible Infill Development

Ensure compatible infill development throughout Durham.

Policy 2.2.8a. Infill Development Standards. Through the Unified Development Ordinance, establish standards for infill development within the Urban, Compact Neighborhood, and Downtown Tiers to ensure that new development occurs in the context of the area, considering site and building design, factors such as lot dimensions, building dimensions, building location and

orientation, parking, landscaping, and historic character (where applicable).

Policy 2.2.8b. Neighborhood Protection Overlay. Through the Unified Development Ordinance, create and implement a Neighborhood Protection Overlay to limit the flexibility of underlying zoning within existing established neighborhoods to more effectively match the design, density, intensity, and/or established character of these developed areas.

Policy 2.2.8c. Transitions to Nonresidential Uses. Ensure the maintenance of established neighborhoods in areas beginning to transition to nonresidential uses by protecting their residential design and character in architectural details as well as the location of parking.

Policy 2.2.8d. Neighborhood Involvement. Through the Unified Development Ordinance, establish procedures to ensure that neighborhoods and community groups are advised of and provided opportunities to be involved in development decisions at the earliest stages of planning and throughout the approval process.

Goal 2.3, Tiers Defined

Define a development focus, land uses, and design features appropriate for development in each Tier.

Objective 2.3.1. Rural Tier

Provide sufficient land in the Rural Tier appropriately zoned for agricultural, rural residential, small-scale commercial and industrial purposes. The Rural Tier shall include land in the Durham Planning Area outside the Urban Growth Area.

Policy 2.3.1a. Rural Tier Development Focus. Ensure that new development promotes agricultural uses and single-family residential development on large lots to minimize demands for public infrastructure. Commercial areas shall be small scale and neighborhood oriented.

Policy 2.3.1b. Rural Tier Land Uses. Land uses that shall be allowed in the Rural Tier include:

- i. Natural Resource Areas and Open Space;
- ii. Agriculture, related activities;
- iii. Rural Residential, single-family development;
- iv. Institutional;
- v. Commercial, limited to neighborhood oriented uses; and
- vi. Industrial, limited to resource extraction.

Policy 2.3.1c. Rural Tier Residential Density. Through the Unified Development Ordinance, establish and maintain densities of residential development consistent with Table 2-1, Summary of Residential Densities. In watershed protection areas in the Rural Tier, the density allowed shall be 0.33 dwelling units per acre or

less and in non-watershed protection areas in the Rural Tier, the density allowed shall be 0.5 dwelling units per acre.

Policy 2.3.1d. Rural Tier Subdivisions. Through the Unified Development Ordinance, establish and apply conservation subdivision provisions, such as conservation-by-design methods, to protect environmentally sensitive lands, preserve historic and archeological sites, protect scenic views, and conserve prime agricultural lands while encouraging more efficient use of the land and permitting up to a one-third increase in the density for projects that utilize these provisions.

Policy 2.3.1e. Urban Growth Area. Use the Urban Growth Area boundary to delineate the boundary between Suburban and Rural Tiers.

Policy 2.3.1f. Farmland Preservation. The Board of County Commissioners shall employ conservation easements to assist in the preservation of farmland.

- i. The Farmland Protection Board shall review all requests for conservation easements to determine if the property is prime farmland; and
- ii. Any property identified as prime farmland by the Farmland Preservation Board that is purchased by a Governing Body shall be designated Agriculture on the Future Land Use Map with a maximum development potential as a farmstead.

Policy 2.3.1g. Rural Tier Agricultural Activities. Through the Unified Development Ordinance, ensure that land use regulations allow agricultural activities by right within the Rural Tier. (See Policy 7.2.3g. Rural Tier Agricultural Activities.)

Policy 2.3.1h. Rural Tier Compatibility of Uses. Through the Unified Development Ordinance, require greater buffers between active agriculture and other uses to minimize the impact of odors and dust and ensure the compatibility of any proposed development in the vicinity of Voluntary Agricultural Districts of land designated for Agriculture with those agricultural uses.

Policy 2.3.1i. Rural Service Centers. Establish Rural Service Centers in the Rural Tier to provide locations for small-scale commercial uses and community services. Standards for Rural Service Centers include:

- iii. Located at intersections of Major and/or Minor Thoroughfares;
- iv. Contain two or more neighborhood-oriented uses;
- v. Maximum of 20,000 square feet of nonresidential uses per area;
- vi. Maximum size for any single establishment of 10,000 square feet; and
- vii. New, isolated, mid-block commercial uses shall be discouraged.

Policy 2.3.1j. Rural Villages. Durham shall maintain and support the rural villages of Bahama and Rougemont.

- i. Maximum Residential densities in Rural Villages shall be Residential, Very Low (2 units per acre or less);
- ii. Encourage compatible infill in both Rural Villages;
- iii. Modify Durham's watershed protection provisions through the Unified Development Ordinance to allow for limited growth through the use of a transfer of impervious surface credit to permit more impervious surface intensities in Rural Villages;
- iv. Develop plans to ensure the continued economic viability of Bahama and Rougemont; and
- v. Locate community-oriented facilities and services to enhance the vitality of Rural Villages.

Policy 2.3.1k. Cost of Community Services Study. The County Engineering Department and the Soil and Water Conservation District shall prepare a cost-of-community-services study to examine the economic benefits of retaining active farming.

Policy 2.3.1l. Incompatible Zoning in the Rural Tier. The Board of County Commissioners shall initiate rezoning procedures on any property in the Rural Tier with incompatible zoning to bring those properties into compliance with the Durham Comprehensive Plan.

Objective 2.3.2. Suburban Tier

Provide sufficient land in the Suburban Tier appropriately zoned for residential, commercial, institutional, office, research/research applications, and industrial purposes. The Suburban Tier shall include all land within the Urban Growth Area that is not included in the Urban, Compact Neighborhood or Downtown Tiers.

Policy 2.3.2a. Suburban Tier Development Focus. Through the Future Land Use Map, ensure that the Suburban Tier has sufficient land to accommodate anticipated population growth and its attendant demands for housing, employment, and goods and services, including opportunities for affordable housing and recreation.

Policy 2.3.2b. Suburban Tier Land Uses. Land uses that shall be allowed in the Suburban Tier include:

- i. Natural Resource Areas and Open Space;
- ii. Agricultural;
- iii. Residential;
- iv. Institutional;
- v. Commercial;
- vi. Office;
- vii. Research/Research Application; and
- viii. Industrial.

Policy 2.3.2c. Suburban Tier Residential Density. Through the Unified Development Ordinance, establish and maintain densities

of Residential development consistent with Table 2-1, Summary of Residential Densities.

Policy 2.3.2d. Suburban Tier Housing Types. Through the Unified Development Ordinance, provide for a broad variety of housing types, lot sizes and design elements to encourage diversity within communities, achieve efficient use of infrastructure, and generate a foundation of support for neighborhood centers and transit.

Policy 2.3.2e. Suburban Tier Mixed Use. Through the Unified Development Ordinance, encourage mixed uses by allowing mixed use developments where one of the uses is shown on the Future Land Use Map, except that industrial uses shall not be allowed in mixed use developments. Through the Unified Development Ordinance, provide incentives for vertical integration of residential and nonresidential uses in order to achieve true mixed-use projects rather than the multiple use projects that typically result from only horizontal integration.

Policy 2.3.2f. Suburban Transit Areas. The City and County shall allow the application of the Compact Neighborhood Support Area standards, as defined in the Durham Comprehensive Plan and the Unified Development Ordinance, in Suburban Transit Areas shown on the Future Land Use Map to encourage development supportive of transit. Additional Suburban Transit Areas shall be designated as further transit studies are completed and approved with existing Suburban Transit Areas re-designated to the Compact Neighborhood Tier as the locations of transit stations are established.

Policy 2.3.2g. Suburban Transit Area Phasing. Development in Suburban Transit Areas shall not be permitted to utilize the residential designations shown on the Future Land Use Map unless they utilize phasing provisions, which shall be incorporated into the Unified Development Ordinance to ensure that, at build-out, minimum required densities in a transit-supportive form shall be achieved. Phases shall be limited to the development permitted by the adequacy of the available infrastructure. Development that cannot comply with these phasing requirements shall be restricted to the residential land use designation immediately less dense than shown on the Map (i.e., medium density residential becomes low medium density residential) with the Planning Department processing corresponding amendments to the Future Land Use Map as part of the annual Evaluation and Assessment Report.

Policy 2.3.2h. Suburban Tier Open Space. Through the Unified Development Ordinance, require that new residential developments include useable open space which is appropriate to the size and nature of the development, accessible from the street and within a ½ mile walking distance from the majority of homes within the development. Open space design should use Crime

Prevention Through Environmental Design (CPTED) principles, if appropriate.

Policy 2.3.2i. Suburban Tier Parking Standards. Through the Unified Development Ordinance, establish vehicle and bicycle parking standards for the Suburban Tier that require parking spaces to meet but not exceed the needs of the development. Provide for alternative parking arrangements where appropriate because of transit services or unique site conditions. Design parking lots and landscaping considering environmental issues, such as heat and glare, aesthetics, and Crime Prevention Through Environmental Design (CPTED) principles.

Policy 2.3.2j. Suburban Tier Landscaping. Through the Unified Development Ordinance, establish standards for landscaping that emphasize preservation of tree cover and both natural and manicured visual appearance. The standards shall encourage the use of native species and water-wise landscaping to minimize the impacts of drought events on the suburban landscape. Require measures to ensure the long-term stability and survival of required landscape materials.

Policy 2.3.2k. Suburban Tier Buffers. Through the Unified Development Ordinance, establish standards for buffers that minimize potential adverse impacts associated with differing uses by focusing on opacity and physical separation of uses.

Policy 2.3.2l. Special Redevelopment Areas. When multiple existing lots are proposed for new development or redevelopment as part of an area-wide change in land use, and where significant development has changed the character of the surrounding area, the development should be configured in such a way so as to:

- i. Ensure that the tracts which are not included in the development are of sufficient size, shape, and location to be subsequently developed to compatible standards and use;
- ii. Employ unifying design elements, roadways, and buffers; and
- iii. Incorporate vehicular, pedestrian, and bicycle access as required by the UDO in a way to serve the development as well as other adjacent parcels not proposed for development.

Policy 2.3.2m. Suburban Tier Nonconforming Uses. Through the Unified Development Ordinance, establish and enforce amortization periods for nonconforming uses that contribute to visual blight and inhibit redevelopment of areas within the Suburban Tier.

Policy 2.3.2n. Suburban Tier Traditional Neighborhood Development District. The City-County Planning Department shall propose amendments to the Unified Development Ordinance to establish a Traditional Neighborhood Development District.

Objective 2.3.3. Urban Tier

Provide sufficient land in the Urban Tier appropriately zoned for residential, commercial, institutional, office and industrial purposes. The Urban Tier shall include land surrounding the Compact Neighborhoods.

Policy 2.3.3a. Urban Tier Development Focus. Ensure that new development enhances the street level experience by requiring that development within the Urban Tier have an urban form with small lot sizes and proximity of uses.

Policy 2.3.3b. Urban Tier Land Uses. Land uses that shall be allowed in the Urban Tier include:

- i. Natural Resource Areas and Open Space;
- ii. Residential;
- iii. Institutional;
- iv. Commercial;
- v. Office; and
- vi. Industrial.

Policy 2.3.3c. Urban Tier Residential Density. Establish and maintain densities of Residential development consistent with Table 2-1, Summary of Residential Densities.

Policy 2.3.3d. Urban Tier Housing Types. Provide for a variety of housing types with varying setback requirements to encourage a more urban form and efficient use of infrastructure.

Policy 2.3.3e. Urban Tier Mixed Use. Encourage Mixed Use zoning to create more “24-hour” places by permitting such developments regardless of the land use designation shown on the FLUM so as long as one of the proposed uses is designated on the FLUM. Provide incentives for vertical integration of residential and nonresidential uses in order to achieve true mixed-use projects rather than the multiple use projects that typically result from only horizontal integration.

Policy 2.3.3f. Urban Tier Build-To Lines. Establish and apply “build to” lines rather than setbacks to bring projects close to the street and encourage walkability.

Policy 2.3.3g. Urban Tier Open Space. Require that new residential developments include useable open space that is visible from the street and within a ¼ mile walking distance from the majority of homes within the development.

Policy 2.3.3h. Urban Tier Parking. Establish and apply parking provisions to direct new surface lots to the side and rear of buildings rather than to street yards to avoid creating expanses of surface parking and encourage more walkable communities.

Policy 2.3.3i. Urban Tier Landscaping. Provide standards for landscaping that result in a more formal and manicured visual appearance. Such standards shall rely less on preservation of trees and vegetation in areas where they are not visible from rights-of-

way, but focus on the visual appearance of the community from the streets.

Policy 2.3.3j. Urban Tier Buffers. Establish alternative buffer standards that focus on issues, such as opacity rather than physical separation of uses, respecting the urban form in these areas.

Policy 2.3.3k. Urban Tier Nonconforming Uses. Establish amortization periods for nonconforming uses that contribute to visual blight and inhibit redevelopment.

Policy 2.3.3l. Roxboro Road Zoning Changes. The City-County Planning Department shall recommend denial of commercial and industrial zoning changes along Roxboro Road between West Club Boulevard and Maynard Avenue in order to prevent strip development and to protect the character of the surrounding neighborhood.

Objective 2.3.4. Compact Neighborhood Tier

Provide sufficient land in the Compact Neighborhood Tier appropriately zoned for residential, commercial, institutional, office and industrial purposes. The Compact Neighborhood Tier shall include land surrounding the designated regional transit stations.

Policy 2.3.4a. Compact Neighborhood Development Focus. Ensure that the Station Areas Plans enhance the street level experience and provide a mixture of goods and services near transit stations by requiring that development within the Compact Neighborhood Tier be transit-, bicycle- and pedestrian-oriented. Auto-oriented and low intensity uses shall be discouraged.

Policy 2.3.4b. Compact Neighborhood Tier Land Uses. Land uses that shall be allowed in the Compact Neighborhood Tier include:

- i. Natural Resource Areas and Open Space;
- ii. Residential;
- iii. Institutional;
- iv. Commercial;
- v. Office; and
- vi. Industrial, limited to Light Industrial uses.

Policy 2.3.4c. Compact Neighborhood Residential Density. Establish and maintain densities of Residential development consistent with Table 2-1, Summary of Residential Densities.

Policy 2.3.4d. Compact Neighborhood Housing Types. Through the Unified Development Ordinance, provide for a variety of housing types to encourage density and the diversity within communities required to achieve efficient use of infrastructure and to generate a foundation of support for neighborhood centers and transit.

Policy 2.3.4e. Compact Neighborhood Tier Mixed Use. Encourage Mixed Use zoning regardless of the underlying land use within the Core Areas in order to create alternatives to driving and

create more “24-hour” places. Provide incentives for vertical integration of residential and nonresidential uses in order to achieve true mixed-use projects rather than the multiple use projects that typically result from only horizontal integration.

Policy 2.3.4f. Core Area. The Core Area, the land immediately surrounding the transit station, may extend approximately one-quarter mile from the station as indicated on the Future Land Use Map.

Policy 2.3.4g. Support Area. The Support Area shall be the land in the Compact Neighborhood Tier outside of the Core Area, as indicated on the Future Land Use Map.

Policy 2.3.4h. Station Area Plans. The City-County Planning Department, in conjunction with the Triangle Transit Authority and other interested parties, shall develop or participate in the development of Station Area Plans.

Policy 2.3.4i. Compact Neighborhood Build-To Lines. Establish and apply “build-to” lines rather than setbacks to bring projects close to the street and encourage walkability.

Policy 2.3.4j. Compact Neighborhood Tier Passenger Terminals. Ensure that passenger terminals are a permitted use in the zoning districts in the Compact Neighborhood Tier.

Policy 2.3.4k. Compact Neighborhood Open Space. Through the Unified Development Ordinance, establish alternative standards for open space to ensure public space in a defined setting with plazas and urban public places, as well as green spaces, located in Core Areas.

Policy 2.3.4l. Compact Neighborhood Parking. Through the Unified Development Ordinance, establish and apply maximum parking provisions, encourage structured parking, and encourage shared parking to avoid creating expanses of surface parking and encourage more walkable communities. Develop standards for parking lots that promote safety (considering CPTED principles) and aesthetic appeal.

Policy 2.3.4m. Compact Neighborhood Tier On-Street Parking. Allow on-street parking within Core Areas where road rights-of-way can accommodate on-street parking.

Policy 2.3.4n. Compact Neighborhood Tier Buffers. Do not require buffers in the Compact Neighborhood Tier except when abutting residential development in the Suburban or Urban Tier.

Objective 2.3.5. Downtown Tier

Provide sufficient land in the Downtown Tier appropriately zoned for residential, commercial, institutional, and office purposes. The Downtown Tier shall include land surrounding the designated Downtown regional transit station.

Policy 2.3.5a. Downtown Tier Development Focus. Ensure that the Downtown Plan enhances the street level experience and provides a mix of goods and services near transit stations by requiring that development within the Downtown Tier be transit and pedestrian oriented. Auto-oriented and low intensity uses shall be discouraged.

Policy 2.3.5b. Downtown Tier Land Uses. Land uses that shall be allowed in the Downtown Tier include:

- i. Natural Resource Areas and Open Space;
- ii. Residential;
- iii. Institutional;
- iv. Commercial; and
- v. Office.

Policy 2.3.5c. Downtown Tier Residential Density. Establish and maintain densities of Residential development consistent with Table 2-1, Summary of Residential Densities.

Policy 2.3.5d. Downtown Tier Housing Types. Provide for a variety of housing types to encourage density and diversity within communities, achieve efficient use of infrastructure, and generate a foundation of support for neighborhood centers and transit.

Policy 2.3.5e. Downtown Development Areas. The Downtown Tier shall be subdivided into three development areas to provide for a transition of uses between Downtown and nearby neighborhoods.

Policy 2.3.5f. Downtown Station Area Plan. The City-County Planning Department, in conjunction with the Triangle Transit Authority and other interested parties, shall develop or participate in the development of a station area plan to direct growth and redevelopment for the Downtown regional transit station that enhances Downtown's characteristics, reflects its focus, and fosters distinctive and attractive places.

Policy 2.3.5g. Downtown Tier Build-To Lines. Through the Unified Development Ordinance, establish and apply "build to" lines rather than setbacks to bring projects closer to the street and encourage walkability.

Policy 2.3.5h. Downtown Tier Passenger Terminals. Ensure that passenger terminals are a permitted use in the Zoning Districts in the Downtown Tier.

Policy 2.3.5i. Downtown Tier Open Space. Through the Unified Development Ordinance, establish alternative standards for open space to ensure public space in a defined setting with plazas and urban public places, as well as green spaces, located in Core Areas.

Policy 2.3.5j. Downtown Tier Parking. Through the Unified Development Ordinance, establish and apply maximum parking provisions, encourage structured parking and encourage shared parking to avoid creating expanses of surface parking and

encourage more walkable communities. Develop standards for parking lots that promote safety (considering Crime Prevention Through Environmental Design (CPTED) principles) and aesthetic appeal.

Policy 2.3.5k. Downtown Tier Buffers. Do not require buffers except when abutting residential development in Urban Tier.

Policy 2.3.5l. Downtown Tier City-Initiated Zoning Changes. The City shall consider initiating zoning changes in the downtown area to ensure consistency between zoning designations and the land use pattern shown on Map 2-2, Future Land Use Map.

Policy 2.3.5m. Downtown Tier and the Central Business District. The central business district of Durham shall be defined to be coterminous with the Downtown Tier for purposes of NCGS 160A.458.3.

Objective 2.3.6. Future Land Use Plan Updates

Update the Future Land Use Map as needed to maintain its relevancy as a guide to the location and character of development.

Policy 2.3.6a. Updates. The City-County Planning Department shall ensure that the Future Land Use Map is updated over time to reflect the best available information.

Policy 2.3.6b. Corridor Plans. The City-County Planning Department, in conjunction with the Appearance Commission, shall prepare corridor plans to improve the function and appearance of major roadways into and through Durham. Corridor plans shall recommend appropriate land uses, design standards, development controls, landscaping, signage regulation, access management strategies, public facilities capital improvements, underground utilities and/or other measures. The highest priority shall be given to the following roadway corridors.

- i. Duke Street, from I-85 to Roxboro Road;
 - ii. Guess Road, from Club Boulevard to the Eno River;
 - iii. Hillsborough Road, from Fulton Street to Cole Mill Road;
 - iv. Roxboro Road, from Duke Street to Milton Road;
 - v. NC 98, from US 70 Bypass to Lynn Road;
 - vi. US 70, from NC 98 to the Wake County line;
 - vii. Martin Luther King, Jr. Parkway, from University Drive to NC 55;
 - viii. NC 54, from the Orange County line to the Wake County line;
 - ix. NC 55, from the NC 147 to the Wake County line;
 - x. Fayetteville Street from NC 147 to Renaissance Parkway; and
 - xi. US 15-501, from Orange County to University Blvd.
- (See Chapter 4, Community Character and Design Element, Policy 4.4.1a. Corridor Plans.)

Policy 2.3.6c. Land Use Plan Updates. The City-County Planning Department shall prepare detailed land use plan updates

for the following areas, considering the capacity of infrastructure and the demand for specific land uses:

- i. The area bounded by the Wake County line, South Miami Boulevard, T. W. Alexander Parkway, and I-40;
- ii. The area bounded by Burdens Creek, NC 55 and South Alston Avenue;
- iii. The area bounded by NC 147, Ellis Road, the East End Connector and the railroad;
- iv. The area along Junction Road between US 70 and Ferrell Road;
- v. The intersection of NC 54 and NC 751 between New Hope and Third Fork Creeks;
- vi. The area around North Carolina Central University;
- vii. The area around Duke University; and
- viii. The area around Durham Technical Community College.
- ix. The Arrowhead area.

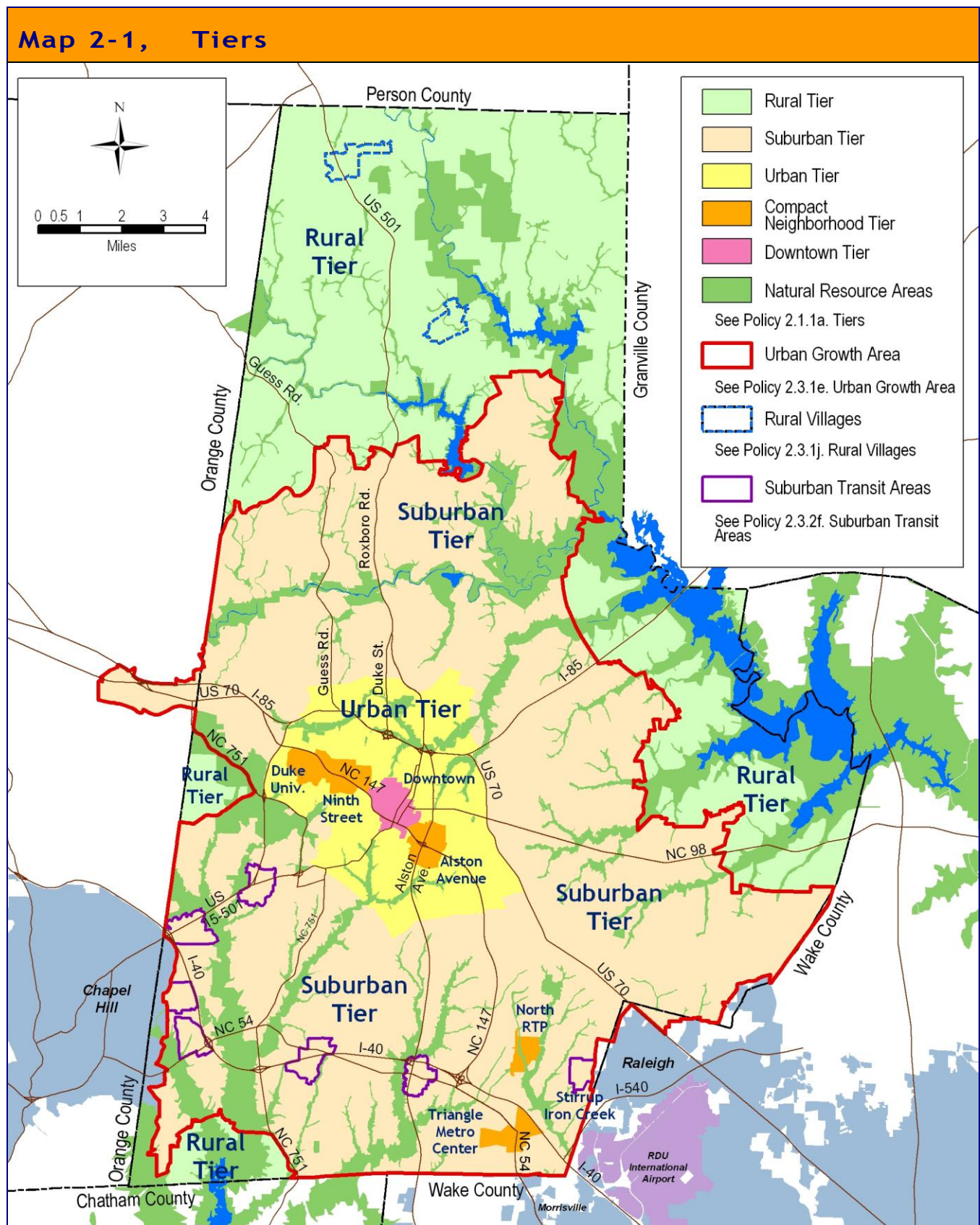
Table 2-4, Land Demand and the Future Land Use Map

Sector	Projected Demand, 2035	Accommodated by the Future Land Use Map
Residential	167,000 Dwelling Units	210,000 Dwelling Units
Institutional/Government	2,555 Acres	3,500 Acres
Office	2,154 Acres	2,900 Acres
Commercial	4,655 Acres	6,700 Acres
Industrial	9,600 Acres	16,300 Acres

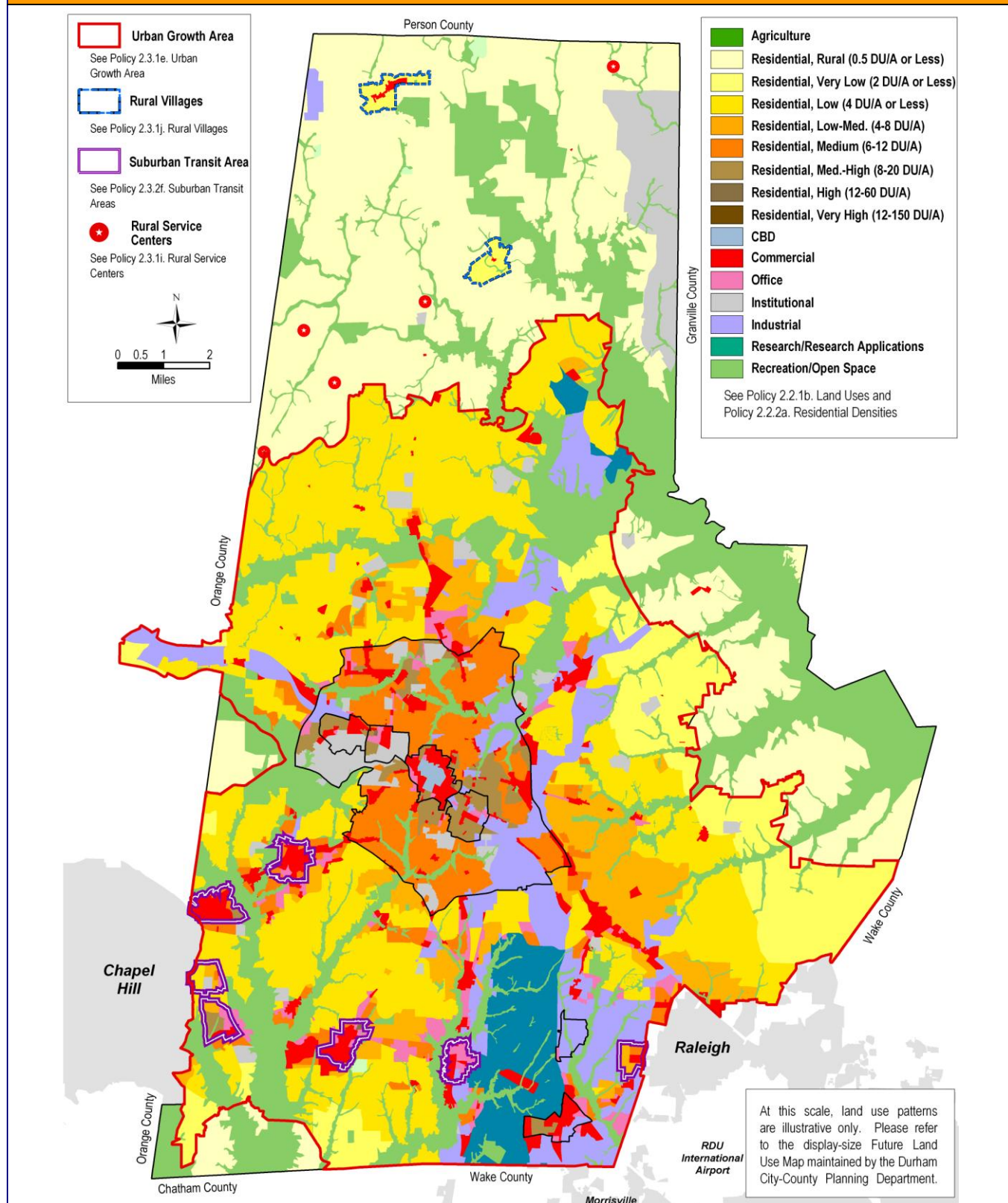
Note: Source is Durham City-County Planning Department, July 2008

Land Demand Projections and the Future Land Use Map

An important Smart Growth principle embraced by the Durham Comprehensive Plan is to provide sufficient land for future needs. Future demand for residential units is based on projected size of the population and an estimate of the number of persons per household. Future demand for commercial land is based on the projected size of the population and an estimate of needed square feet per person. Future demand for office and industrial land is based on projected employment in those sectors and an estimate of needed square feet per employee. (Warehouse and non-warehouse demand is projected separately.) Projected demand for these land uses and the amount of land accommodated by the Comprehensive Plan's Future Land Use Map is shown in Table 2-4. The Map provides sufficient land for the anticipated needs.



Map 2-2, Future Land Use Map



Revision History

- Policy 2.3.2m, Roxboro Road Zoning Changes moved to section 2.3.3 Urban Tier and renumbered to 2.3.3l.; policies in Section 2.3.2 Suburban Tier Renumbered. Administrative amendment, June 26, 2006.
- Tiers Map amended to remove the Ephesus Church Road Suburban Transit Area and station location, by City Council on September 5, 2006 and by the Board of Commissioners on August 28, 2006.
- Future Land Use Map amended, as follows
 - a. A04-11, Keystone East Residential, approved by Board of Commissioners, April 11, 2005, approved by City Council on June 5, 2006.
 - b. A05-03, Hope Valley Commons Shopping Center, approved by City Council on October 3, 2005, approved by the Board of Commissioners on June 26, 2006.
 - c. A05-05, Technology Park North, approved by City Council on November 7, 2005, approved by the Board of Commissioners on June 26, 2006.
 - d. A05-07, McPherson Hospital Project approved by City Council on August 1, 2005, approved by the Board of Commissioners June 26, 2006.
 - e. A05-08, Daniel Tract, approved by City Council on October 3, 2005, approved by the Board of Commissioners on June 26, 2006.
 - f. A05-16, Ellis Road/Northeast Creek, approved by City Council on December 19, 2005, approved by the Board of Commissioners on June 26, 2006.
 - g. A05-17, Alston Avenue Compact Neighborhood, approved by City Council on December 19, 2005, approved by the Board of Commissioners on June 26, 2006.
- Policy 2.3.1h, Rural Tier Compatibility of Uses, amended to direct Unified Development Ordinance revisions to require greater buffers between active agriculture and other uses, approved by City Council on June 5, 2006, approved by Board of Commissioners on June 26, 2006.
- Policy 2.3.1k, Cost of Community Services Study, amended to add the Soil and Water Conservation District as one of the parties responsible for implementation, approved by City Council on June 5, 2006, approved by Board of Commissioners on June 26, 2006.

- Policy 2.3.5m, Downtown Tier and Central Business District, added, approved by the Board of Commissioners on July 23, 2007, approved by City Council on August 6, 2007.
- Table 2-4, Land Demand and the Future Land Use Map amended to update projections for 2035 (from 2030) with data from July 2008, and to include projections for Institutional/Government, approved by Board of Commissioners on October 13, 2008, approved by City Council on January 5, 2009.
- Policy 2.3.2l., Special Redevelopment Areas, titled changed from “Neighborhoods in Transition;” policy language amended to give criteria for evaluating redevelopment proposals instead of strict requirement of “single-ownership,” approved by City Council on 10/19/09, approved by Board of Commissioners on 10/26/09.
- Future Land Use Map amended, as follows
 - a. A06-14, Joven Northeast Creek, approved by Board of Commissioners on January 8, 2007 and by the City Council on January 5, 2009
 - b. A06-20, SECU East Durham, approved by Board of Commissioners on January 8, 2007 and by the City Council on January 5, 2009
 - c. A06-21, Page Road Suburban Transit Area, approved by Board of Commissioners on March 26, 2007 and by the City Council on January 5, 2009
 - d. A06-22, US 70 Industrial approved by Board of Commissioners on March 26, 2007 and by the City Council on January 5, 2009
 - e. A07-02, South Lowell Road Open Space, approved by Board of Commissioners on June 25, 2007 and by the City Council on January 5, 2009
 - f. A07-03, Hollow Rock Open Space, approved by Board of Commissioners on June 25, 2007 and by the City Council on January 5, 2009
 - g. A07-04, Tilley Farm Agriculture, approved by Board of Commissioners on June 25, 2007 and by the City Council on January 5, 2009
 - h. A07-08, Lowes Grove, approved by City Council on August 6, 2007 and by the Board of Commissioners on January 5, 2009
 - i. A07-10, Angier Haven II, approved by Board of Commissioners on June 25, 2007 and by the City Council on August 6, 2007
 - j. A07-11, Davis Park West, approved by Board of Commissioners on October 7, 2007 and by the City Council on January 5, 2009

- k. A07-12, Finsbury II, approved by Board of Commissioners on October 7, 2007 and by the City Council on January 5, 2009
- l. A07-09, T.W. Alexander Properties, approved by City Council on May 5, 2008 and by the Board of Commissioners on October 26, 2009
- m. A07-13, Epcon Neighborhood, approved by Board of Commissioners on February 25, 2008 and by the City Council on October 19, 2009
- n. A07-16, Page Road Corporate Center, approved by Board of Commissioners on February 25, 2008 and by the City Council on October 19, 2009
- o. A07-17, Hebron Road Elementary School, approved by Board of Commissioners on February 25, 2008 and by the City Council on October 19, 2009
- p. A0800002, Eno Drive at Denfield Street, approved by City Council on August 4, 2008 and by the Board of Commissioners on October 26, 2009
- q. A0800004, 2900 South Miami approved by City Council on June 16, 2008 and by the Board of Commissioners on October 26, 2009